



Charting the Course to 2025: The County of York Comprehensive Plan Review Comprehensive Plan Steering Committee

Meeting Notice

York County Environmental & Development Services Building
105 Service Drive, Yorktown
Thursday, May 12, 2005
6:00 PM

Agenda

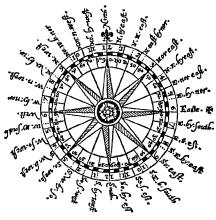
- 1. Call to order**
- 2. Upper County Land Use – Part II**

At the April 14 meeting of the Steering Committee, staff presented a series of proposed changes to the upper County portion of the Land Use Map, a summary of which is attached. The staff presented additional maps at the April 21 meeting depicting alternative proposals presented by Skimino area residents and the Williamsburg Pottery Factory. Of the 21 areas where changes were proposed, 12 are map corrections and/or changes in designation intended to reflect the existing or approved use of the property. The remaining nine potential changes (which are highlighted on the attached summary) represent some type of substantive policy change that will require thorough review, discussion, careful consideration, and ultimately a decision on the part of the Steering Committee. The purpose of this meeting will be to have that discussion and finalize the Steering Committee's recommendations relative to the upper County Land Use Map. Also, a tenth change (#22 on the attached summary) has been added for the Committee's consideration. This meeting will also be an opportunity for Committee members to propose any additional changes to the map.

- 3. Other**
- 4. Adjourn**

Attachments

- Meeting Notes of April 26
- Summary of proposed Land Use Map Changes – Upper County
- Letter to Timothy Cross, AICP from Victoria Gussman, AICP, Director of Property Resources and Planning, Colonial Williamsburg Foundation, dated April 29, 2005



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Meeting Notes

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Multi-Purpose Room
105 Service Drive
Thursday, May 12, 2005
6:00 PM

Members Present: Nick Barba, Jack Christie, Jack Davis, A. T. Hamilton, Carl Loveland, Rick Moberg, Ralph Smith

Staff Present: Mark Carter, Tim Cross, Amy Parker, Earl Anderson

Others Present: Victoria Gussman, Peter Mellette, Bob Singley

Chairman Barba called the meeting to order at 6:02 PM. He stated that the purpose of the meeting was to consider upper County land use, and he explained that interested parties had been invited to appoint a spokesperson to participate in the Steering Committee discussion of their particular areas of interest.

Mr. Cross then presented the staff's proposed changes to the upper County portion of the Land Use Map that represent some type of substantive policy change rather than a map correction or a change to recognize the existing use of the property. (Areas are listed in the order in which they were discussed.)

Area #8: Colonial Williamsburg property

Ms. Victoria Gussman, Director of Property Resources and Planning for the Colonial Williamsburg Foundation, spoke on behalf of Colonial Williamsburg (CW). She stated that a preliminary lot analysis of the property had been completed which estimated the potential lot yield at 259 based on the current designation rather than 540 as previously indicated by staff, so the traffic impact associated with the development of this property would be lower. With regard to the CW property along Route 132 and Bypass Road, Ms. Gussman stated that the staff's proposed change from Economic Opportunity and General Business to Limited Business would narrow the range of commercial uses and that CW prefers to have the flexibility that the current designations offer. She emphasized that CW is committed to preserving the aesthetic appeal of this major gateway into Williamsburg, which is why it originally acquired this property.

Mr. Cross explained that the staff's proposed change from Medium Density Residential to Low Density Residential on Waller Mill Road was based on the limited capacity of Waller Mill Road, and that if CW is able to provide a secondary means of access to either Route 132 or Bypass Road, a higher density could be justified. He indicated that the plan text would include language to that effect. Mr. Cross added that staff proposes a similar approach with regard to Route 132, which would be designated Limited Business while the plan text would state that more intensive commercial uses could be acceptable under certain circumstances. In both cases, the text would provide justification for conditional rezoning to a higher intensity with appropriate preferred conditions.

Mr. Davis noted that CW had recently sold a large amount of land along Route 199 in Williamsburg and James City County, and he asked Ms. Gussman about conditions that might be imposed on a future property owner if CW were to sell this property to a third party. Ms. Gussman responded that she could not offer any specific information at this time but that the quality of development along Route 132 would be a priority, which would likely entail heavily landscaped buffers. Mr. Carter stated that the staff is confident that CW will ensure that the property is developed in an appropriate manner; he explained that the changes proposed by staff are intended to provide a mechanism for realizing that vision by providing for the intensity of use desired by CW through conditional zoning.

Area #1: Burkes Corner (Newman Road/Fenton Mill Road intersection) – 49.1 acres

Mr. Cross summarized the various scenarios that have been proposed for this area, including the elimination of the commercial node as requested by a large number of Skimino residents; an expansion of the commercial node as requested by the Williamsburg Pottery Factory, which owns much of the property in this area; and the staff's proposed change from the existing General Business node to a more southerly Limited Business node to provide for commercial uses oriented primarily toward serving the needs of the local area. He added that the staff has also proposed a Mixed Use overlay designation over the underlying Low Density Residential designation to recognize the desirability for a master-planned development because of the ownership pattern and environmental constraints (particularly steep slopes) that create opportunities for clustered residential development that preserves significant open space.

Mr. Mellette, speaking on behalf of Skimino residents who oppose the commercial node, stated that the residents favor a redesignation to Low Density Residential. In support of this position, he cited the road network, which he felt could not accommodate commercial traffic. He also noted that the residents have ready access to significant commercial development on the west side of the Lightfoot interchange and therefore do not need businesses on the east side as well.

Mr. Bob Singley, speaking on behalf of the Pottery, stated that the Pottery has no immediate plans to develop the property but wants to retain the flexibility that the General Business designation offers and to extend the depth of that designation from Newman Road to reflect the topography. He stated that a Limited Business designation would decrease the economic value of the property. For example, he noted that a hotel would require a Special Use Permit in the Limited Business zoning district, and timeshares would not be permitted at all. Mr. Singley also requested that the proposed Mixed Use overlay designation be extended all the way to Barlow Road. In response, Mr. Mellette asked about the definition of "mixed use," to which Mr. Cross responded that it would entail a pedestrian-oriented, functionally integrated mix of homes and businesses within a single development where the predominant use would generally be determined by the underlying designation, which would be Low Density Residential in the case of the Pottery property. He also explained that staff had not recommended extending the Mixed Use overlay to Barlow Road because of a creek that divides the property. Mr. Carter added that the only avenue for mixed-use development in the County is through a Planned Development application, which would ensure that any proposed development of the property other than low-density residential would require the Board of Supervisors' review and approval. Mr. Mellette asked Mr. Singley what the Pottery's time frame is for developing the property; Mr. Singley estimated that the property would not be developed for at least another ten years. Mr. Mellette responded that there is no immediate need for a Mixed Use designation for this property if it is not to be developed for another ten years or more, to which Mr. Singley explained that the ten-year time frame is just an estimate based on market conditions. The property could be developed at any time, he said.

Mr. Davis stated that the housing stock is not expanding fast enough to keep up with demand, which, he stated, is driving up the cost of housing. The reason, he stated, is that local governments are discouraging residential development. Mr. Davis further opined that Low Density

Residential development is not the highest and best use of the property and that the County would lose revenue potential if the commercial node is eliminated.

Mr. Ptasznik stated that he supports extending the Mixed Use overlay designation to Barlow Road but that he does not support increasing the depth of the commercial node from Newman Road. He added that he believes the property surrounding the interchange is not viable for residential development and that Limited Business would be more compatible with residential development than would General Business. Chairman Barba agreed, stating that he feels that a Limited Business node with a Mixed Use overlay would be the highest and best use of the property.

Mr. Christie asked about the alleged "administrative reclassification" of the property mentioned by Mr. Jack Hamilton in his letter to the Steering Committee. Mr. Carter responded that there was no administrative reclassification and that only the Board of Supervisors can rezone property and only after advertised public hearings by both the Board and the Planning Commission. He discussed the zoning history of the areas, explaining that the commercial node was enlarged as part of the 1995 comprehensive rezoning of the County. Mr. Carter added that this was done in an open and public process and primarily for reasons of topography.

Area #3: Lightfoot Road north – 637 acres

Mr. Cross stated that the staff's proposal for this area is to add a Mixed Use overlay designation over the underlying Economic Opportunity designation as requested by the Williamsburg Pottery Factory, which owns most of the land. This approach would recognize the desirability of a master-planned development utilizing the good topography along Lightfoot Road, which is highly visible and easily accessible from I-64 and Route 199, by focusing commercial development there while allowing residential development in those areas where the topography limits the feasibility of commercial development. In addition, Mr. Cross noted that the staff proposes to identify a corridor for the possible future extension of Mooretown Road, which would be designated as a greenbelt road, as previously recommended by Mr. Christie. The road extension, funded by the developer, would potentially tie in to a future road in James City County extending from Croaker Road to the county line. Mr. Singley spoke briefly about the Pottery's general development plans for this property. In response to a question from Mr. Cross, Mr. Singley indicated that a total of 800-1,000 housing units are envisioned for the property.

Area #4: Oaktree Road/East Rochambeau Drive – 22.6 acres

Mr. Cross stated that the proposed change from Low Density Residential to General Business is primarily to reflect existing use but also to prevent individual residential driveways on East Rochambeau Drive. Therefore, staff felt it constituted a substantive policy change that should be formally ratified by the Steering Committee.

Area 11: Lakeshead Drive parcel (301 Lakeshead Drive) – 13.1 acres

Mr. Cross noted that although I-64 serves as the dividing line between Medium and Low Density Residential development in this area, this property, designated Medium Density Residential, is not appropriate for medium density housing because of steep slopes, proximity to I-64, and the unsuitability of Lakeshead Drive, which is a winding 40 MPH road that probably qualifies as a major collector, for individual residential driveways.

Mr. Davis expressed a general concern about proposals to reduce residential density in the County, which he felt was inconsistent with the goal of providing opportunities for affordable housing. He stated that because of actions on the part of cities and counties to limit growth and reduce densities, there is now a scarcity of residential lots that has caused the cost of existing homes to skyrocket to levels beyond the reach of the average homebuyer. Mr. Carter re-

sponded that the reduction in densities in some areas makes it possible to increase density in others, and Mr. Cross noted that the proposed changes along Lightfoot Road could, if the Pottery's vision for the property is approved, add 800-1,000 housing units in an area currently designated exclusively for commercial development only. Mr. Christie asked if affordable housing could be incorporated into mixed-use development, to which Mr. Carter responded that it could, but he added that increased densities do not guarantee affordability, noting that The Greenlands was developed on property designated High Density Residential. Mr. Cross added that the only way to ensure affordability through density increases is to adopt an "affordable dwelling unit program," as authorized by the *Code of Virginia*, by which the County would provide for increases in density in exchange for a commitment on the developer's part to set aside a certain percentage of units for affordable housing within a price range specified by the County. He stated that although the County has not elected to adopt such a program at this point, the growing affordability problem might warrant reconsideration.

Mr. Smith noted that at the May 5 meeting the Steering Committee agreed to designate a future road corridor linking Commonwealth Drive and Route 17 and had recommended other future road corridors at the request of individual developers and property owners. He observed that many localities adopt a "master roadway plan" setting forth the desired future roadway network to accommodate projected growth while maintaining acceptable levels of service. He recommended that the *Comprehensive Plan* include such a plan – or language supporting the development of such a plan – so that new roads will be incorporated into new development in accordance with the County's long-range plans. Mr. Moberg responded that laying out road corridors requires detailed engineering studies that may be beyond the level of detail appropriate for a comprehensive plan. Mr. Smith explained that the plan could simply show conceptual corridors, which would not require detailed engineering. Chairman Barba observed that Suffolk had recently taken control of its roads over from VDOT and wondered if the County might need to follow suit at some point in the future. Mr. Carter responded that York County and a lot of other localities would probably wait and learn from Suffolk's experience before moving to take over control of their roads.

Area #12: Lois Hornsby parcels (between Creekside Landing & Williamsburg city line) – 16.5 acres

Mr. Cross stated that that staff's proposal is to change the designation of these parcels from Multi-Family Residential to Medium Density Residential for consistency with the surrounding area, which consists of the Royal Grant subdivision and the Creekside Landing subdivision now under construction. He noted that the density of both subdivisions is in accordance with the Medium Density Residential designation. Mr. Cross added that a 200' Dominion Virginia Power right-of-way separates the property from the multi-family housing in the City of Williamsburg that the current designation was meant to recognize and provide for potential expansion. Mr. Davis responded that the presence of power lines justifies the reduction in density; he expressed concern about the health and safety impacts of having residential development in proximity to power lines.

Area #18: Felgate's Woods (Egger tract west of I-64 and south of Colonial Parkway) – 36.1 acres

Mr. Cross noted that this was an area of great concern to local residents who attended the Neighborhood Open House at Magruder Elementary School and expressed concern about the lack of a secondary means of access to the proposed Felgate's Woods subdivision at the end of Queensbury Lane and the impact of a 92-lot subdivision on Queens Creek Road traffic. He noted that the proposed subdivision is currently under review, so the likely impact of the staff's proposed change from High Density Residential to Low Density Residential is nonexistent unless the developer chooses not to proceed for some reason, in which case the potential lot yield would drop from approximately 92 to 30 lots. Mr. Cross added that a 30-lot subdivision

would be more consistent with the Subdivision Ordinance, which typically requires secondary access for subdivisions with 25 lots or more.

Area #19: End of Queens Creek Road (east side) – 47.0 acres

Mr. Cross noted that this area is across the street from the proposed Felgate's Woods site and has similar access limitations; Queens Creek Road, which is narrow, is the only means of ingress and egress. Ms. Parker added that there is a historic site in this area that is listed on the National Register of Historic Places, which would likely preclude the establishment of a secondary means of access. For these reasons, staff recommends that the designation be changed from High Density Residential to Low Density Residential.

Area #17: I-64/Route 199 (south interchange) – southwest quadrant – 72.9 acres

Mr. Cross noted that most of the property is owned by VDOT with the remainder owned by the County and that the only access to this property is via Lodge Road, which is very narrow and not capable of accommodating the 1,900 daily trips that could be generated if the property were developed to its maximum allowable capacity. Since the potential for another means of access to this property, which abuts Route 199 to the north and I-64 to the west, is unlikely, staff proposes to change the designation from High Density Residential to Conservation. He noted that this would greatly reduce the potential lot yield from approximately 190 to 14 lots, making this property a likely candidate for conditional rezoning in the event that it is ever transferred to private ownership. Mr. Davis opined that the property's former use as a borrow pit should disqualify it for high-density development.

Area #22: Route 199/Water Country interchange

Mr. Cross stated that a developer has proposed a road connection to the I-64 ramp at the Grove Interchange to serve a large-scale retail development between I-64 and Water Country USA and that the County has been requested to support it. Mr. Carter added that County support would strengthen the case for approval of the interstate access break on the part of the Commonwealth Transportation Board and the Federal Highway Administration. He noted that there is a vast amount of undeveloped commercial acreage in the area that, if developed, would overburden Route 199 and the Route 199/I-64 interchange and that the designation of a future road corridor would greatly improve access while taking pressure off of Route 199.

Chairman Barba asked the staff to draft a description of the proposed Mixed Use overlay designation and send it to the Committee members. Mr. Carter agreed to provide some language for the Committee's consideration.

Mr. Carter explained that the Skimino residents had been asked to provide the Steering Committee with suggested text for the plan to describe the criteria that commercial development in the Burkes Corner area would need to meet in order to be acceptable. He said it was disappointing that they had not provided specific suggestions for limitations and restrictions on any commercial development and, instead, had simply reiterated their argument for an absolute prohibition on any commercial use of the property.

Chairman Barba reminded everyone that the next meeting would be at 6:00 PM on Monday, May 16 in the Environmental and Development Services Building Multi-Purpose Room.

The meeting was adjourned at 8:12 PM.

TCC